MINISTRY of ENVIRONMENT, LANDS and PARKS

BC Parks
1992-97 Business Plan

Containing our:

MANAGEMENT PRINCIPLES
MISSION and MANDATE
PHILOSOPHY OF STEWARDSHIP
GOALS
EXTERNAL TRENDS
CURRENT RESPONSIBILITIES
5 YEAR STRATEGIC OBJECTIVES
PROGRAM DIRECTIVES
GLOSSARY

Park Management Committee

Jake Masselink
Assistant Deputy Minister

Headquarters Directors	Regional Directors
Bob Dalziel Visitor Services	George Trachuk South Coast
Derek Thompson Planning and Conservation	Tom Moore Southern Interior
Wally Eamer Parks Division Services	Struan Robertson Northern B.C.

March 16, 1992

BC / P99 / D: B85 / 1992 / c.3 92-06731/

B.C. Parks Management Principles

The success of our enterprise depends on the people who direct its affairs. We are committed to a team concept as the foundation of our management philosophy. This encompasses the mutual respect, consideration, trust, and participation of all BC Parks' employees.

We are committed to these guiding principles:

1. The mission and objectives of the organization will be clearly defined and communicated to its employees, volunteers, concessionaires, contractors, and central ministry support units.

2. Performance priorities for the organization and for individual employees will be developed and evaluated annually with full employee participation.

3. We will maintain flexibility to reassign responsibilities and resources to respond to changing priorities.

4. Every employee will report to only one supervisor; the supervisor is accountable for the actions of subordinates.

5. Every employee will be informed and involved in all matters affecting their responsibility to the degree that allows for superior performance of their duties.

6. Responsibility, with corresponding authority, will be delegated as close as possible to where the majority of the work is performed.

7. We are committed to ongoing training and upgrading of employees to meet the changing requirements of the environment in which we work.

8. We will practice teamwork between all levels and all programs to ensure the most effective results of all actions taken.

9. We are committed to continually evaluate our performance and effectiveness, making changes when and where required.

10. We are committed to providing a safe and healthy work environment. Our goal is to prevent accidents, injuries and illnesses in the workplace.

J.N. Masselink
Assistant Deputy Minister

BC Parks' Mission:

To protect and present as a public trust representative and special natural places for conservation, outdoor recreation, and scientific study.

BC Parks' Mandate

This is established by legislation and government policy.

Park Act

A system of parks and recreation areas dedicated to preservation of the natural environment for public inspiration, use, and enjoyment

Ecological Reserve Act

Areas of Crown Land set aside for the protection and study of representative and exceptional natural phenomena

Park (Regional) Act

Upon petition, incorporate land within a municipality into a regional park district

Commercial River Rafting Safety Act

Regulation of commercial river rafting safety

Major Government Policies Administered

Provincial Rivers and Trails Program -
Administer with Ministry of Forests the program which registers and approves management plans on specified rivers and trails for public outdoor recreation.

Integrated Land Use Planning -
Represent outdoor recreation interests in the development and implementation of a provincial land use strategy.

Boating Regulations -
Administer the federally assigned responsibility for safety-related boating restrictions on inland waters.

National Parks -
Coordinate provincial issues arising from designating national parks within British Columbia.

Asterisked words (*) are defined in the **Glossary** on the last page of the Business Plan.

Our Philosophy of Stewardship

For Conservation and Outdoor Recreation in Parks, Recreation Areas, and Ecological Reserves

- BC Parks manages and controls as a public trust the land and natural resources in all protected areas within its mandate.

- BC Parks establishes, plans and manages protected areas:
  - while endeavouring to establish special relationships with Native Peoples, honouring their cultural and spiritual heritage; and
  - to complement the conservation and outdoor recreation roles of other agencies and levels of government, and the private sector.

- BC Parks actively encourages all sectors of society to participate in open public processes to establish and manage protected areas.

- BC Parks actively participates in management planning of areas around protected areas to ensure protection of those areas without excluding compatible land and resource uses.

For Conservation in Parks, Recreation Areas and Ecological Reserves

- Protected areas are established and managed to protect unimpaired for future generations landscapes (with their ecosystems, flora and fauna, and natural processes) and natural and cultural features .

- BC Parks actively participates in the provincial land use strategy and in other government processes for land use planning and management of flora and fauna.

For Outdoor Recreation in Parks and Recreation Areas

- Provincial parks are planned to provide in total a wide variety of outdoor recreation that is compatible with experiencing a natural environment.

- All recreation facilities and services are managed to ensure that natural values are enjoyed and protected.

- BC Parks provides <u>quality service</u>: responding to public expectations and providing high satisfaction among visitors.

- BC Parks endeavours to attract all segments of British Columbia society to visit and enjoy their park system.

Goals for Park & Ecological Reserve Systems

Park and Recreation Area System

Conservation

- To protect in British Columbia:

  - representative examples of our landscapes*;
  - special natural features*.

Outdoor Recreation

- To protect lands and provide park facilities and services that enhance:

  - tourism travel routes;
  - outdoor recreation holiday destinations;
  - backcountry* recreation;
  - access to local outdoor recreation.

Ecological Reserve System

- To protect for education and scientific study in British Columbia:

  - representative examples of our major natural ecosystems*;
  - rare, threatened and endangered native flora and fauna in their natural habitat;
  - unique or outstanding zoological, botanical or geological phenomenon highly vulnerable to human disturbance;
  - selected examples of human-modified ecosystems for long-term research of their recovery from human alteration.

Regional Parks

- To give advice and assistance to regional districts and local authorities to provide local recreation through their own park systems.

Commercial River Rafting

- To assist the development of the commercial river rafting tourism sector and minimize risk to public safety by regulating common safety standards for industry.

The goals for park and ecological reserve systems are derived directly from the legislation

Current Responsibilities: An Overview

BC Parks manages 388 parks, recreation areas and wilderness conservancies and 131 ecological reserves totalling 5,500,920 hectares or 5.8% of British Columbia's total land and water area. BC Parks provides 508 day use areas, 184 camping areas with 11,456 campsites, 3,555 kilometres of trails, winter recreation areas, and many other facilities that attract approximately 21,000,000 annual visitors. BC Parks employs 285 full-time employees and 200 seasonal staff, with annual expenditures of $46,000,000. Highlights are:

Completion of Park and Ecological Reserve Systems

- **work towards the completion of the park and ecological reserves systems**: develop and review goals and objectives to guide the direction and strategy for long range planning and land acquisition programs; assess the current park and ecological reserves systems in terms of established goals*; based on the goals, identify "gaps" in the systems; through extensive public input (e.g. Park Plan 90 and Parks and Wilderness for the 90's), BC Parks fieldwork and interagency consultation, identify possible land areas which would fill the "gaps"; acquire the needed privately-owned and crown lands.

Conservation

- **protect park and ecological reserve resources** through BC Parks staff, volunteers and other agencies; conduct inventories and take required actions to protect resources (e.g. count wildlife, control some forest fires and pest infestations, set fish and game limits); identify potential impacts of major resource proposals on park and ecological reserves systems and on public and outdoor recreation opportunities (e.g. mineral, energy and industrial proposals); work with resource management agencies to effectively plan integrated resource management (e.g. protecting caribou herds migrating in and out of Tweedsmuir Park); recruit and train volunteer wardens to prevent disturbance of ecological reserve resources (currently 92 wardens help to protect resources in 118 ecological reserves).
- **prepare master plans*** for all major parks; produce management statements and/or management plans for all ecological reserves.
- eliminate certain **non-conforming uses in parks** (e.g. mineral claims); manage a permitting process for approximately 500 continuing non-conforming uses within parks (e.g. hydro rights-of-way, telecommunication stations, trap lines, private cabins).
- **encourage and manage an extensive** university-driven **ecological reserves research program** (to-date over 200 research projects and 400 census and inventories have been conducted).

Operational Support

- **support management decision-making** by: conducting research and public surveys to determine recreation participation and demographic trends; determining public priorities and support for recreation and conservation; conducting public surveys to obtain input for master plans; maintain technical library to respond to over 9,000 Division and 2,000 public information annual requests.

- **provide support to Division operations** by: enhancing service quality provided by BC Parks staff; coordinating the development, approval and review of strategic objectives and annual division-wide planning, budgeting and control processes; preparing an effectiveness report* with audit for the Deputy Minister and Minister; responding to about 6,000 Minister's letters annually; managing staff hiring and development (Division-wide training program with a $300,000 budget).

Information, Education and Interpretation Programs

- **increase public awareness, support and use of the park system** through: the design and distribution of 3 million brochures annually; staff, contractor and volunteer contact with the public; media promotions (e.g. KidZone television programming, local radio advertisements, joint publications with national magazines and local newspapers).
- **enhance the park experience for visitors and school children** through in-park nature and cultural presentations by contractors (naturalists speak to approximately 650,000 visitors each year), and through in-park displays and signs.

Outdoor Recreation

- **plan for the provision of recreation services** both on a system-wide and park-specific basis by: setting goals for visitor attendance and satisfaction, and for conservation; working with other agencies to ensure effective delivery of park and recreation services without duplication (e.g. Regional District park boards).
- **provide quality service** to all park visitors by: annually setting facility and service quality targets based on visitor expectations; monitoring visitor satisfaction through the results of surveys completed by approximately 9,000 visitors to campground, day use, backcountry and marine areas; taking actions to maintain or improve visitor satisfaction.
- **manage the delivery of basic park services** in road accessible parks by negotiating fees and conditions and monitoring the quality of service provided by approximately 125 park facility operators servicing 200 parks.
- **manage the delivery of extra recreational services** (e.g. boat rentals, cross-country ski touring, Sidney Island Ferry, Mt. Assiniboine Lodge) by negotiating fees and conditions and monitoring the performance of an additional 230 contractors and permittees.
- **promote and manage** the over 2,200 **volunteers** participating in parks (e.g. Park Hosts, guest speakers, trail development volunteers).
- **provide a strong sense of security** to park visitors through: the enforcement of regulations (respond to approximately 36,000 public disturbance, liquor infraction and other occurrences annually); assertive management actions and public education initiatives aimed at minimizing potential risks to public safety.
- annually **set a park use fee structure** and collect campground and group use fees to offset park operational costs; distribute free camping passes to eligible disabled B.C. residents (1,750 passes distributed to-date).
- **protect the public investment in existing park facilities** by: repairing and replacing facilities on a schedule designed to achieve "least lifetime costs"* (annual expenditures of approximately $4,000,000); negotiating and monitoring contractor performance of about 100 major repair or replacement projects undertaken annually.
- **upgrade facilities** to allow access by disabled persons, as funding permits.
- **provide a safe and healthy work environment** for BC Parks' employees by promoting and managing an occupational health and safety program.

Commercial River Rafting

- **enhance user safety** by: annually licensing about 34 companies and 210 individual river rafting guides under the standards set in legislation; working with the commercial river rafting industry to annually review, update and set both general standards for river rafting safety and standards specific to individual rivers; enforcing both general and river specific standards using the Conservation Officer Service and the RCMP.

Key External Issues That Impact BC Parks' Choice and Implementation of Strategic Objectives

1. Globalization: an integrated world economy and elements of a world culture, emphasizing conservation of natural areas:
   - world tourism, including Pacific Rim, more important;
   - high quality natural areas a draw for world tourism and quality of life industries;
   - with perceived degradation of natural areas, foreign special interest groups disrupt tourism and trade.

2. Continued population growth: provincial population doubles in 30 years, and increasing concentration of population in Lower Mainland, Scutheastern Vancouver Island, and Okanagan Basin.

3. Population: increased by older Canadians retiring to British Columbia, and increasing cultural diversity from immigration.

4. Ongoing government funding limitations: but with increasing expectations placed on agency by government and public
   - public sector in British Columbia grows only as fast as the provincial economy: averaging 1.5% real growth, plus population growth, plus inflation;
   - debt servicing by the federal government and core social programs have highest funding priority.

5. Governance: the requirement for cooperative management in public sector:
   - all governments lack full legitimacy with public: difficult to get agreement on what is the "public interest";
   - native issues are a major management requirement for resource ministries and corporations (land claims, fiduciary responsibility, social and economic development);
   - public consultation, and ideally consensus, required before action can be taken without public reaction;
   - inter-agency cooperation/consultation;
   - parks must be managed as part of larger systems of natural features protection, outdoor recreation, and economic development (sustainable development);
   - growing number and sophistication of special interests, with differentiation/reconciliation among them becoming more difficult in public processes.

6. Pressure for comprehensive land use strategy and biodiversity:
   - Bruntland report: government commitment for adequate (12%) protected areas to ensure biological diversity;
   - need to define the role of BC Parks and other provincial, federal and municipal agencies, and private and native interests within these processes.

5 Year Strategic Objectives

In addition to its current responsibilities, the following key strategic objectives will guide BC Parks' actions between 1992 and 1997.

5 Year Strategic Objectives: BC Parks between 1992 and 1997

Completion of Park and Ecological Reserve Systems

- Receive Cabinet approval of a new program to complete both the provincial parks and ecological reserves systems:
  - implement the program in cooperation with other government agencies, Native Peoples, key stakeholders and the public;
  - increase the land acquisition budget for conservation and outdoor recreation goals in parks and ecological reserves to $50,000,000 over 5 years and augment this with corporate involvement and private donations: focus on areas with high population growth, few suitable remaining lands. and incomplete representation according to system plans.

- Complete mineral evaluations in 15 of the 28 current Recreation Areas by 1997, and start to upgrade them to Class A parks.

Information, Education and Public Involvement

- Showcase British Columbia's quality environment and successful resource stewardship to ourselves, Canadians, and the world:
  - develop/deliver information programs on the role of parks and protected areas, including an education program available to all schools for grades 4 to 7 to understand the policies required to protect natural resources in parks and protected areas;
  - develop/implement visitor programs* in provincial parks that appeal to the very wide range of interests and cultural backgrounds of park visitors (maintain current satisfaction, draw non-conventional visitors to parks).

- Develop/implement a policy on partnerships to encourage others to help BC Parks achieve its objectives as a public trust.

- Develop/implement Master Plan processes so that a majority of the concerned public are satisfied with the public involvement.

Conservation Stewardship in Parks and Ecological Reserves

- To guide BC Parks planning and management, begin inventories of (1) forest types in the province that are threatened or needed to complete the park or ecological reserve systems (with the Ministry of Forests) and (2) threatened animal and plant species in parks (with the Fish and Wildlife Division).

- Develop/implement with universities research guidelines and criteria for scientific research permits.

- Develop/implement a full set of conservation principles for flora and fauna, and cultural and geological features.

- Amend the Ecological Reserves Act and Regulations to clarify to the public the role and mandate of ecological reserves, and to protect effectively their resources.

Outdoor Recreation in Parks

- Plan/manage park lands and facilities to achieve the optimum volume of recreational use which recognizes user demands and expectations while ensuring resource protection. Determine the optimum recreational use for each park, create a phased plan to achieve the optimum use, and manage towards these goals.

- Attract non-traditional users to provincial parks so that park users come from all segments of British Columbia society.

- Create cooperative planning processes among provincial government ministries, Parks Canada, neighbouring jurisdictions, local governments, and the private sector to guide the development and management of recreation facilities and services for the four recreation goals.

- Ensure an appropriate range and distribution of services are available for all campgrounds, day use areas, marine parks and backcountry areas by defining service levels* provincially and for each park.

- Guide facility maintenance standards* by visitor expectations.

- Receive Cabinet approval of a linked land acquisition and facility development plan. The four recreation goals guide facility development and supporting land acquisition:

  Tourism Travel Routes

  - BC Parks will encourage government and private sector tourism suppliers along specific provincial travel routes to give consistent, high quality experiences for tourists. BC Parks will take a lead role with its priorities, the Inside Passage boating travel route and six highway travel routes.

  Destination Outdoor Holiday Areas

  - Twelve destination recreational park sites will be created or expanded in priority areas identified in "Recreation Goals".

  Backcountry Recreation

  - Develop and begin implementation of a plan to ensure that there are opportunities for backcountry recreation, at one or more locations in British Columbia, for all interests and all levels of expertise. Introduce new backcountry services that compliment recreation offered in adjacent Crown land.

  Local Recreation

  - Work with local government and other agencies to define roles, responsibilities and an action strategy to expand local outdoor recreation opportunities for British Columbians, especially in the Lower Mainland.

Program Directives

The Program Directives link the 5 Year Strategic Objectives to the 1992/93 workplans of individuals in Parks Headquarters, Regions and Districts, and the Annual Park Management Plans. They state the key priorities for development and implementation in 1992/93 for BC Parks' three programs.

Program Directives - Key Priorities

Visitor Services

1. Recreation Planning

- Visitor Services responsibilities for recreation planning including Parks and Wilderness for the 90's initiatives will be implemented. Emphasis will be placed on Travel Route and Backcountry goals.
- The four recreation goals will be incorporated in ongoing planning of parks including; implementation of an updated visitor services component of park master plans; and a clarification of BC Parks' role in relation to other suppliers of outdoor recreation.

2. Operations Management

- Employee safety training will be a key priority for the entire organization.
- A training strategy for the Public Safety/Park Security manual will be finalized, approved and implemented.
- Processes to collect and use data on park use, visitor satisfaction and operations costs will be reviewed and updates will be proposed.

3. Facility Management

- Facility maintenance standards/guidelines will be developed to address "least lifetime costing". Staff training in facility maintenance practices will be implemented.

4. Understanding and Support, Promotion, Information

- Non-traditional users will be included in targeting of all communications initiatives as appropriate to region.
- Provincial policies and guidelines for the Information Program will be developed.

5. Visitor Programs and Education

- Provincial policies and guidelines for Visitor and Education Programs will be completed.

Parks Division Services

1. Effectiveness Report and Audit

- If approved by the Deputy Minister and Minister, prepare, with Visitor Services and Planning and Conservation, the *1991/92 Effectiveness Report and Audit* for Park Management Committee approval and presentation to the minister and deputy minister. Prepare analysis of information gaps in the attribute questions and recommend to Park Management Committee priorities for new monitoring and reporting systems to improve subsequent effectiveness reports.
- If required, assist the Auditor General in comprehensive "value-for-money" audit(s) within BC Parks.

2. Improve the Service Quality Orientation for BC Parks

- Facilitate development, approval and implementation by Park Management Committee and ministry Management Services of a framework and techniques to improve the service quality work of staff, including orientation to the customer and methods of continual process improvement.

3. Freedom of Information

- Within the context of ministry policy, train staff and set procedures for public requests for information.
- Prepare for migration to government's ORCs and ARCs filing systems.

4. Develop a Flourishing, Diverse Workforce

- Provide equal opportunity for all staff — train staff, expand competency-based staffing and improve classifications.

5. Monitoring and Reporting

- Complete the *Integrated Resource Management Plan* for computerized information systems.
- Improve cost accounting systems in BC Parks.

6. Other

- Prepare options for funding towards BC Parks objectives from non-traditional funding agencies and from individuals.

7. Miscellaneous

- Improve key systems and procedures.

Planning and Conservation Services

1. System Completion Activities

- implement Action Plan for *Parks and Wilderness for the 90's*
- participate in development of Vancouver Island Strategy and two other regional plans
- integrate Ecological Reserve system planning with PW90 and other protected area initiatives
- participate in review of Canadian River Heritage Program
- complete priority land acquisition and designation

2. Conservation Activities

- begin inventories of rare, endangered and threatened species
- begin work on forest inventory in Parks — Strathcona
- complete Ecological Reserve management plans
- develop and implement an Impact Assessment procedure for BC Parks
- develop and publish conservation principles
- provide pro-active counsel on aboriginal issues

Glossary

Backcountry: Areas in parks or recreation areas more than 1 kilometre from roads, and therefore not accessible by motorized vehicle.

Ecosystem: an analytic system to mark an area with similar flora and fauna.

Effectiveness Report and Audit: a framework for program management to report to their governing body on the effectiveness of the program; developed by the Canadian Comprehensive Audit Foundation.

Landscape: an analytic system to mark an area that observant, untrained persons would see as different from other areas due to relief, flora, or other distinguishing feature(s).

Maintenance standard: the quality of facilities' maintenance, which includes, but is not limited to, cleanliness and state of repair.

Non-traditional British Columbian visitors: the disabled, Native Peoples and visible minorities visit parks less often than Caucasian men and women.

Service levels: the type, quality, and quantity of facilities, operational services and visitor programs provided in parks and recreation areas.

Special natural feature: a provincially-significant waterfall, mountain, forest, or other feature what is both special and natural.

System plan: (Parks and Ecological Reserves) these plans will guide the selection and designation of new parks and ecological reserves and rationalize existing park and ecological reserves.

Visitor program: public presentations of the natural, historical, cultural, and recreational values, features, opportunities, and events to achieve public awareness, understanding, appreciation and enjoyment.